Sections 2 and 3
of the
Draft Level of Detail Discussion Paper

Prepared for:

CALFED Bay-Delta Program
1416 Ninth Street, Suite 1155
Sacramento, CA 95814
Contact: Mr. Rick Breitenbach
916/657-2666

January 29, 1996

Table of Contents

List of Tables and Figures

Section 2. Characteristics of Programmatic and Project-Specific Environmental Impact Reports/Environmental Impact Statements

The CALFED Bay-Delta Program is preparing a joint state/federal programmatic or Tier-1 environmental impact report/environmental impact statement (EIR/EIS) on its program to satisfy the requirements of both the California Environmental Quality Act (CEQA) and the National Environmental Policy Act (NEPA). In order to understand the reasons why the CALFED Bay-Delta Program selected a programmatic approach for its EIR/EIS, it is helpful to review the characteristics of programmatic and project-specific EIRs/EISs and how each type of document can be integrated through the tiering process.

PROGRAMMATIC EIR/EIS

According to CEQA Guidelines, a programmatic EIR/EIS should be prepared, rather than a project-specific EIR/EIS, when an agency proposes a series of related actions, including one or more of the following:

- activities that are linked geographically;
- activities that are logical parts of a chain of contemplated events and are thus linked temporally;
- adoption of regulations, policies, plans, or programs; and
- individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects that can be mitigated in similar ways.

The State CEQA Guidelines encourage the use of programmatic documents, citing five advantages (Sec. 15168[b]). The programmatic document can:

(1) provide for a more exhaustive consideration of effects and alternatives than would be practical in a project-specific environmental document,

(2) ensure consideration of cumulative impacts that might not be covered in project-specific analyses,

(3) allow agencies to avoid repetitive consideration of basic policy issues,

(4) allow agencies to consider broad policy alternatives and jurisdiction-wide mitigation measures at an early stage in the planning process when the agencies have greater flexibility to deal with them, and

(5) allow agencies to reduce paperwork by encouraging the reuse of data (through tiering).

Programmatic EIRs/EISs for water projects tend to focus on broad policy and resource allocation decisions that are required to implement a program. The impact analysis emphasizes the extent and duration of impact trends relative to a base case, rather than detailed project-specific impacts. Examples of types of projects that would normally be addressed in a programmatic environmental document include a management plan for an entire forest or group of forests, a herbicide-use program for California highways, or a 20-year master facilities plan for a county or group of counties.

A programmatic EIR/EIS is characterized by the following:

- a description of the plan, policy, or program being considered;
- analysis of reasonable and feasible alternatives, particularly if an alternative avoids or reduces impacts;
- program area setting description;
- an impact analysis that is usually qualitative or presented in relative terms;
- jurisdiction-wide cumulative impacts;
- program-level mitigation measures, including program-level performance criteria; and
- disclosure of the strategy and process for implementing the individual components of the program.

A programmatic EIR/EIS is usually prepared to assist decision makers in the selection of policies and programs that will guide their future planning efforts and provide management direction. The Refuge 2003 EIS (see Section 3), for example, is a programmatic EIS prepared by USFWS to address the environmental impacts of its proposed 10-year management plan for wildlife refuges nationwide. The Refuge 2003 EIS focuses on the environmental consequences associated with adoption or modification of national policies and programs for the entire National Wildlife Refuge System rather than on refuge-specific effects. The selected management plan will provide nationwide management direction to USFWS's refuges by adopting species, habitat, and public-use management actions.

PROJECT-SPECIFIC EIR/EIS

In contrast to a programmatic EIR/EIS, a project-specific EIR/EIS analyzes the impacts of an individual proposed activity or specific project. It must examine all phases of the project including planning, construction, and operation. A project-specific EIR/EIS focuses on site-specific impacts of a localized project and usually includes a quantitative assessment of direct and indirect impacts. Examples of projects that would normally be addressed in a project-specific environmental document include planning, construction, and operation of a local pipeline, a fish screen on a pumping plant, or a local reservoir project.

A project-specific EIR/EIS is characterized by the:

- detailed project description including proposed location, dimensions, operations, etc.;
- analysis of reasonable and feasible alternatives, particularly if an alternative avoids or reduces impacts of a proposed alternative;
- site-specific setting information;
- quantitative impact analysis;
- project area cumulative impacts; and
- project-specific mitigation measures, including site-specific environmental commitments and mitigation monitoring plan.

A project-specific EIR/EIS is usually prepared to assist decision makers in the actual implementation of a specific project. The EIR/EIS for the Los Vaqueros Reservoir Project, for example, focuses on a specific set of needs and objectives and addresses alternatives that would meet those specific objectives. The EIR/EIS focuses on detailed site-specific impacts and provides the necessary information to allow the lead agency to construct the project. In like fashion, the Stone Lakes National Wildlife Refuge EIS evaluates, in detail, the site-specific environmental and socioeconomic impacts of six refuge alternatives adjacent to the Sacramento River. Upon completion of the EIS process, the U.S. Fish and Wildlife Service (USFWS) issued a decision approving the creation of the refuge and a cooperative wildlife management area.

TIERING OF ENVIRONMENTAL DOCUMENTS

Tiering of environmental documents refers to the process of addressing a broad, general program, policy, or plan in an initial environmental document and analyzing a narrower project-specific proposal related to the initial program, policy, or plan, in a subsequent environmental

document. The federal Council on Environmental Quality (CEQ) regulations for implementing NEPA define tiering as:

> . . . the coverage of general matters in broader EISs (such as national programs or policy statements) with subsequent narrower statements or environmental analyses (such as regional or basinwide program statements or ultimately site-specific statements) incorporating by reference the general discussions and concentrating solely on the issues specific to the statement subsequently prepared. (40 CFR Part 1508.28.)

Both state and federal regulations encourage agencies "to eliminate repetitive discussions of the same issues and to focus on the actual issues ripe for decision at each level of environmental review" (40 CFR 1502.20). The process of tiering allows the lead agency to focus the analysis to coincide with meaningful points in agency planning and decision making and exclude from consideration issues already decided or not yet ready to be decided.

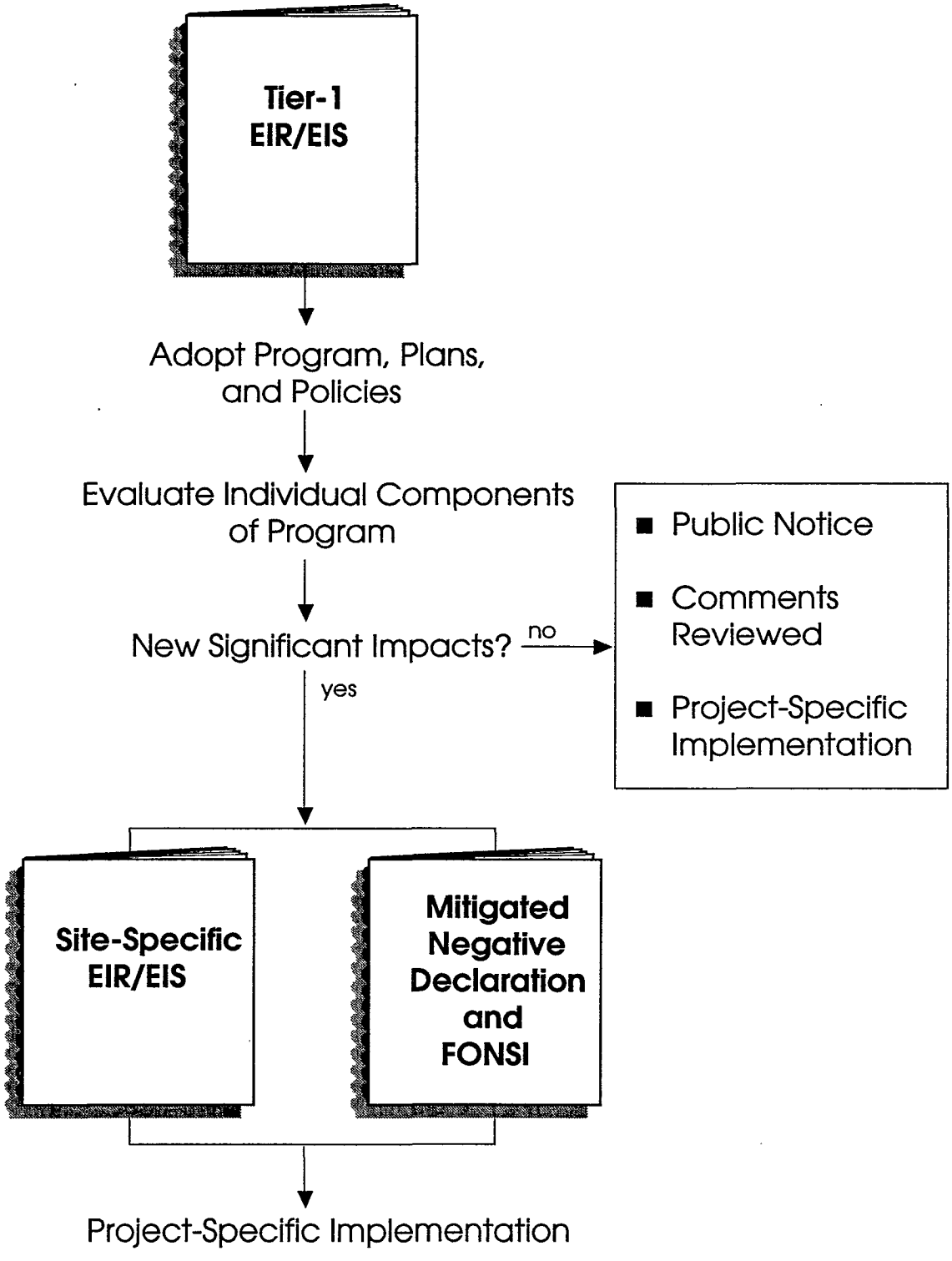
The programmatic or Tier-1 EIR/EIS would focus on the broad policy and resource allocation decisions that are required to implement the program. The analysis would also discuss in detail the cumulative impacts of policy and resource allocation decisions that could be made. Once a Tier-1 EIR/EIS has been prepared, the implementation of specific actions in the program can be addressed in focused, project-specific documents, if necessary. The project-specific or subsequent tier documents would summarize the issues discussed in the programmatic EIR/EIS, incorporate by reference the impact analyses from the programmatic EIR/EIS, and concentrate on the issues specific to the action being evaluated. Figure 2-1 depicts the steps in the tiering process from preparation of the Tier-1 EIR/EIS to the preparation, if necessary, of subsequent tiers. If a programmatic EIR/EIS deals with a program's effects as specifically and comprehensively as possible, some subsequent activities could be found to be within the programmatic EIR/EIS scope without the requirement for further environmental documents. However, typically a programmatic is much more conceptual than a project-specific document, so subsequent environmental analysis is required (as shown in Figure 2-1).

Advantages of tiering are that:

- project-specific, tiered documents do not need to address the range of alternatives covered in the programmatic or Tier-1 document; they need only to address alternatives specific to the proposed project;

- project-specific tiered documents do not need to address the cumulative impacts of related projects in the program they were already addressed in the programmatic document; and

- the overall process is streamlined and the level of detail of analysis is focused on issues that are ripe to be decided.



CALFED
BAY-DELTA
PROGRAM

Figure 2-1
Flow Chart of Tiering Process

CALFED BAY-DELTA PROGRAM
ENVIRONMENTAL COMPLIANCE STRATEGY

The CALFED Bay-Delta Program will develop a comprehensive and balanced plan that addresses resource problems related to ecosystem quality, water supply reliability, water quality, and vulnerability of system functions in the Bay-Delta system. The actions to be considered in the plan will be as diverse as the resource problems being studied, will be geographically dispersed throughout the state and will be progressively implemented over the course of several years. While the exact nature of many of these actions is unknown at this time, it is expected that some of the actions will be well-defined and others will be conceptual when the EIR/EIS is finalized.

Because of this disparate mixture of actions, their widespread distribution, the different timing for implementation, and because many of the efforts will be conceptual and general in nature, the CALFED Bay-Delta Program concluded that a programmatic approach was appropriate. Given the immensity and uncertainty of the overall undertaking, the CALFED Bay-Delta Program believes a broad overview of all the actions and their interrelationships is necessary to ensure that decision makers are informed about the environmental dimensions of the proposed actions. Armed with this information, they will be able to make preliminary decisions regarding the direction and approaches for the long-term plan and subsequent specific actions.

During Phase III, subsequent environmental documents will evaluate the specific actions comprising the preferred alternative identified in the Tier-1 EIR/EIS. The CALFED Bay-Delta Program is also proposing to utilize tiering to accomplish the subsequent environmental compliance for specific projects associated with the program adopted in the Tier-1 EIR/EIS.

Section 3. Examples of Level of Detail for Programmatic and Project-Specific Environmental Documents

This section discusses the general differences in level of detail between programmatic and project-specific environmental documents using the U.S. Forest Service's (USFS's) tiered planning process as an example. Specific examples of programmatic and project-specific environmental documents are presented to further demonstrate the differences in level of detail between programmatic and project-specific environmental documents and to demonstrate how the level of detail of analysis can also differ among programmatic documents.

The level of detail of analysis can be directly correlated with the established purpose and need for each project, the specificity of the alternatives to be analyzed, and the specific decisions that are intended to be made when each document is completed. For each example presented below, the purpose and need, issues ripe for decision, and alternatives are summarized and the level of detail of analysis is described for representative resources. Appendices A through E contain more detailed descriptions of the examples.

GENERAL DIFFERENCES IN LEVEL OF DETAIL BETWEEN PROGRAMMATIC AND PROJECT-SPECIFIC ENVIRONMENTAL DOCUMENTS

USFS uses a tiered approach to planning for activities on forest lands. A Tier-1 or programmatic document will address an entire forest and alternatives that focus on different management direction or emphasis. If appropriate, a Tier-2 document will address a specific watershed within the forest. A Tier-3 or project-specific document will address a specific road or individual timber harvest within the forest. Each tier becomes more geographically focused and more project-specific. The setting and impact analysis are more site-specific and therefore usually more quantitative and detailed as the tiered documents become more focused. Figure 3-1 demonstrates the different focus and geographic level of detail for three such tiers of analysis.

Differences in level of detail between a programmatic or Tier-1 document and a project-specific or Tier 3 document can best be understood by reviewing examples of a programmatic and a project-specific document. Key features of two environmental documents prepared for the Los Padres National Forest are presented below to demonstrate those differences: first, a programmatic document on the forest management plan, and second, a project-specific document on a specific trail system.

Los Padres National Forest Land and Resource Management Plan Environmental Impact Statement

Purpose and Need

This EIS, a programmatic or Tier-1 environmental document, was prepared by USFS on alternative ways to manage the Los Padres National Forest during a 10- to 15-year planning period. The purpose and need for the project relate to legislative requirements for comprehensive, long-range forest plans to replace separate and often uncoordinated individual resource management plans. The selected Los Padres National Forest Management Plan replaced over 20 individual resource management plans.

Issues Ripe for Decision

The issues ripe for decision in this Tier-1 document are reflected in its purpose and need statement. The focus of the document is on alternative management approaches for the entire forest. The selected Forest Plan will provide forestwide management direction expressed as goals and objectives, desired future condition of the forest, and standards and guidelines for implementation. The document, therefore, focuses on the overall effect of different management strategies on the output of resources/services and commodities from the forest.

Alternatives

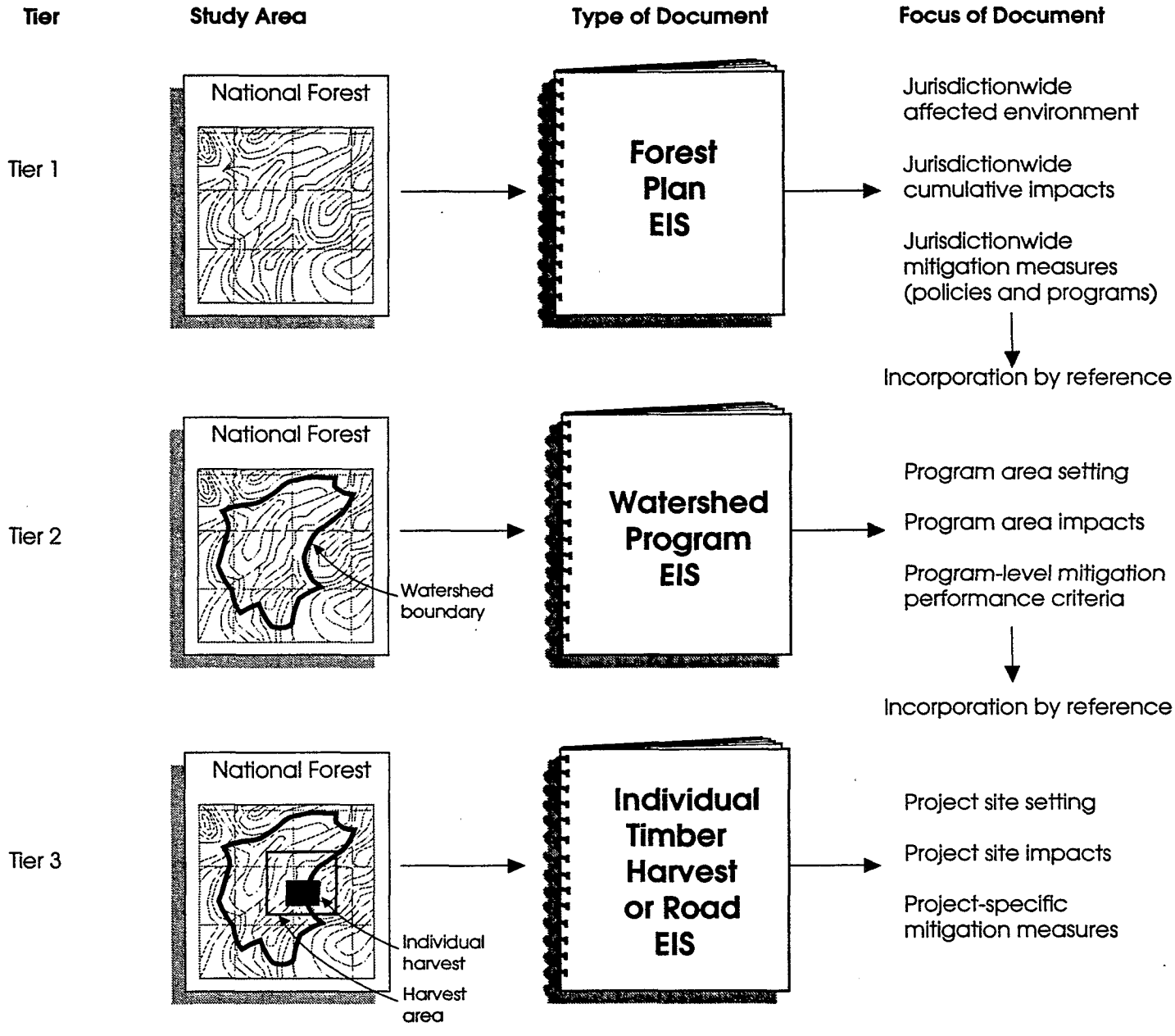
Each of the eight alternatives addressed in this EIS reflects a different management direction or emphasis, called a "theme". Combinations of both resource uses and management practices were used to describe the alternatives. (See "Appendix A. Los Padres National Forest EIS" for more detailed fact sheets on the example documents.) Key characteristics of alternatives include the following:

- Each alternative includes identical minimum management and production requirements for the forest to ensure that all alternatives meet legal requirements and can be implemented.

- Alternative themes emphasize different levels of production of commodities (e.g., timber production, and minerals) and different amounts of resources or services (e.g., wilderness and recreation) and range from a focus on production of commodities to a focus on wilderness.

- Management prescriptions are assigned to each management area within the forest, based on the theme of the alternative, to obtain the desired output.

Tiering



CALFED
BAY-DELTA
PROGRAM

Figure 3-1
Example: Tiering by U.S. Forest Service

Level of Detail of Analysis

The setting and impact analysis of this programmatic EIS focus on key resources that may be expected to change most as the result of implementation of the management-plan alternatives. For purposes of comparison of level of detail between the Tier-1 and Tier-3 documents, the data analyzed and level of detail for three resource components, recreation, water/water quality, and fish and wildlife, are summarized below. The level of detail for overall comparison of alternatives is also described.

Recreation data include:

- miles of trails open to off-highway-vehicle (OHV) (summer and winter) and
- number of recreational visitor days (in thousands).

Water/water quality data include:

- the annual yield in millions of acre-feet and
- millions of acre-feet meeting specified water quality standards.

Fish and wildlife data include:

- change in habitat indices compared with the base year based on USFS habitat capability models for indicator species (e.g., deer, resident fish, anadromous fish, and threatened and endangered species); many of the habitat variables are categorized as high, moderate, or low capability;
- acres of direct habitat improvement (in thousands) (e.g., for wildlife, resident fish, and anadromous fish); and
- pounds of fish produced (in thousands) (e.g., resident and anadromous fish).

For overall comparison of alternatives, data on the average annual output by decade is compared with a base year.

Long Dave Valley Off-Highway-Vehicle Trail
Project Environmental Assessment

Purpose and Need

This environmental assessment (EA), a project-specific or Tier-3 environmental document, was prepared by USFS to assess different ways to bring the trail system in Long Dave Valley, within the Los Padres National Forest, in compliance with standards and guidelines established in the Forest Plan. The purposes were to close trail segments that did not comply with Forest Plan standards and guidelines and to provide opportunities for competitive and noncompetitive OHV events.

Issues Ripe for Decision

The issues ripe for decision in this Tier-3 document are reflected in the purpose and need statement in the document. The issues include:

- which existing trail segments will be operated and which will be closed,
- where replacement trails will be located, and
- whether to permit competitive and noncompetitive events on the trail system.

Alternatives

Five OHV trail alternatives that reflect different levels of OHV use (four alternative trail configurations and a No-Action Alternative) are analyzed, as well as different levels of resource protection and conflicts with adjacent private property. Each of the alternatives consists of a combination of existing trails and proposed new trail segments. Existing and proposed trails are divided into specific segments to allow for detailed analysis of alternatives. (See "Appendix B. Long Dave Valley Off-Highway-Vehicle Trail Project Environmental Assessment" for more detailed fact sheets.)

Level of Detail of Analysis

The setting and impact analysis focus on detailed enumeration of project area and trail-specific effects of alternatives. For purposes of comparison of level of detail between the Tier-1 and Tier-3 documents, the data analyzed and level of detail for three resource components are summarized below. The level of detail for overall comparison of alternatives is also described.

Recreation data include:

- the miles of trails open to OHV use;

- the specific segments of trail eliminated or constructed;
- the amount of trail adjacent to private property;
- the change in recreation facilities available (e.g., which campgrounds would be open or closed)

Water/water quality data include:

- specific changes in erosion and sedimentation by trail segment based on site-specific soil characteristics and slope.

Fish and wildlife data include:

- acres of specific habitat types directly affected (e.g., piñon-juniper woodland, sagebrush scrub, and riparian/wetland) and
- acres of suitable habitat for special-status species directly affected.

For overall comparison of alternatives, a quantitative analysis of direct impacts by trail segment is done.

Comparison of Tier-1 and Tier-3 Environmental Documents

The above two examples of environmental documents from the Los Padres National Forest demonstrate the differences between programmatic and project-specific environmental documents as used by USFS in its planning process. **Programmatic documents focus on broad differences in management or policy direction. Impacts are addressed on a jurisdictionwide level of detail and often expressed as changes in indices. Project-specific documents focus on site-specific impacts of localized projects and include quantitative assessments of direct impacts.** The actual implementation of specific projects is the end result of project-specific documents.

EXAMPLES OF LEVEL OF DETAIL FOR PROGRAMMATIC ENVIRONMENTAL DOCUMENTS

To further demonstrate the differences in level of detail between programmatic and project-specific environmental documents and to demonstrate how the level of detail of analysis can also differ among programmatic documents, two additional examples of programmatic environmental documents are reviewed below. The known or expected level of detail of tiered project-specific documents associated with each programmatic document is also discussed. Where noted below, Appendices C through E contain more detailed descriptions of the examples.

Refuge 2003 Program EIS

Purpose and Need

This programmatic EIS was prepared by the USFWS to address the environmental impacts of its proposed 10-year management plan for wildlife refuges nationwide. The purpose of the project was defined as development of a management plan for the National Wildlife Refuge System (Refuge System) to ensure that it meets the challenges to protect fish and wildlife resources and the public's use and enjoyment of those resources into the 21st century. The need for the project was based on the addition of substantial acreage to the system, the addition of responsibilities for management, the increased scope of programs to protect and recover threatened and endangered species, changing public values, continued population growth and associated use, and increased public pressure to use refuges for a variety of activities.

Issues Ripe for Decision

The Refuge 2003 EIS focuses on the environmental consequences associated with the adoption or modification of national policies and programs for the entire Refuge System rather than on refuge-specific effects. This focus is reflected in the purpose and need statement in the document. The selected management plan will provide nationwide management direction to USFWS's refuges through the adoption of species, habitat, and public-use management actions.

Alternatives

The Refuge 2003 EIS identifies, defines, and evaluates seven different approaches to the management of the Refuge System over the next decade. The seven approaches represent a wide spectrum of policies, programs, and activities and reflect diverse management orientations toward natural resource and public-use management. Each alternative includes 28 key refuge management actions, each with a different emphasis (Table 3-1). (See "Appendix C. Refuge 2003 Draft EIS" for a more detailed fact sheet.) Alternatives included in the EIS are as follows:

- The Projected Current (No-Action) Alternative consists of a continuation of existing programs with no significant management direction or policy changes through year 2003.

- The Balanced (Proposed-Action) Alternative focuses on a balanced approach to management of the Refuge System with emphasis placed on ecosystem management, wildlife-related uses, and resolution of problems affecting the Refuge System. Other emphases include increased interpretive and educational activities, reduction in nonwildlife activities, and a substantial increase in visitor centers.

- The Sanctuary Alternative would involve prohibition of recreational and commercial activities, except in Alaska. Refuge use and habitat management activities would be

Table 3-1. Relative Emphasis of Refuges 2003 Alternatives on Key Refuge Management Actions

MANAGEMENT ACTIONS	Projected Current (No Action)	Balanced (Proposed Action)	Sanctuary	Wildlife Observation	Ecosystem Management	Hunting, Trapping, Fishing	Maximum Multiple Use
Develop Individual Refuge Plans		●●	○○	○	○	●	○○
Develop Refuge System Infrastructure		—	○○	●	●	●	●
Collect and Manage Data		●	—	●	●	●	—
Regulate and Manage Uses		●●	●●	●	●	●	○
Acquire Land		—	○○	○	●	●	○
Designate and Manage Special Management Areas		●	○	●	●●	●	○
Conserve and Restore Biological Diversity		●	○○	●	●●	—	○○
Protect Air Quality		●	●●	●	●●	●	—
Investigate and Clean Up Refuge Contaminants		●	●●	●	●	—	●
Graze and Hay Refuge Lands		○	○○	○	○	○	●●
Farm Refuge Lands		○	○○	○	○	●	●●
Manage Forests on Refuge Lands		—	○○	—	○	●	●●
Explore and Extract Oil, Gas and Minerals		—	○○	—	—	—	●●
Manage Fire		●	○○	●	●●	●	○
Manage or Restore Water Rights		●	●●	—	●●	●	—
Manage Fishery Resources		●	○○	●	●	●●	●●
Manage Game Species		●	○○	●	—	●●	●
Manage Nongame Species		●	○○	●●	●●	○	—
Manage and Recover Threatened and Endangered Species		●	○○	●	●	○	○
Control Predation		—	○○	○	○	●●	●
Manage Pests		○	○○	○○	○	—	●
Provide Hunting Opportunities		—	○○	○○	○	●●	●
Provide Trapping Opportunities		●	○○	○○	○	●	●
Provide Fishing Opportunities		●	○○	○	○	●●	●●
Provide Other Wildlife-Oriented Recreation and Education		●	○○	●●	○	○	●
Provide Nonwildlife-Oriented Recreation		○○	○○	○○	○○	○○	●●
Inventory and Protect Cultural Resources		●	○	●●	●	●	●●
	*	**	**	**	**	**	**

* No Action Alternative reflects continuation of current management emphasis

** Emphasis of other Alternatives as compared to the No Action Alternative

KEY	
Much More Emphasis	●●
More Emphasis	●
Same Emphasis	—
Less Emphasis	○
Much Less Emphasis	○○

Source: Refuge 2003 Draft EIS.

minimized, monitoring and research would be limited, and refuge visitation would be restricted to particular sites.

- The Wildlife-Observation Alternative would promote nonconsumptive recreational and educational uses of refuge lands. Biodiversity and ecosystem management would be emphasized in association with an array of wildlife and wildland observation opportunities.

- The Ecosystem-Management Alternative would emphasize land management from a economic perspective and place the top priority of the Refuge System on conservation of natural diversity. Restoring and maintaining ecological processes and biological communities would be the main focus of management.

- The Hunting, Trapping, and Fishing Alternative would emphasize maximizing hunting, trapping, and fishing opportunities on refuges.

- The Maximum-Multiple-Use Alternative would emphasize recreation and economic activities throughout the Refuge System. The greatest emphasis would be placed on the wildlife species and habitats with high potential to produce economic returns (e.g., grazing, farming, hunting, trapping, and wildlife observation).

Level of Detail of Analysis

The Refuge 2003 EIS assesses the impacts of each alternative relative to the Projected Current (No-Action) Alternative. The analysis focuses on whether anticipated changes to the physical, biological, and socioeconomic environment will produce large, moderate, or slight positive or negative effects. For purposes of comparison of level of detail, the data analyzed and level of detail for three resource components, recreation, water/water quality, and fish and wildlife, are summarized below. The level of detail for overall comparison of alternatives is also described.

Recreation data include:

- the number of refuges open to different recreation opportunities (e.g., wildlife observation, and fishing);

- the number of recreational visitor days (in millions); and

- the number of refuges with recreation facilities.

Water/water quality data include:

- the number of refuges with contaminant problems and
- the number of refuges with sufficient water supply for optimum development.

Fish and wildlife data include:

- the number of refuges with habitat management programs for specific species or habitat.

For overall comparison of alternatives, a relative assessment of large, moderate, or slight positive or negative effects is compared to the No-Action Alternative.

Table 3-2 displays a summary of the environmental effects of each alternative on 16 impact topics. This table demonstrates a broad, programmatic approach to impact analysis that emphasizes the extent and direction of impact trends relative to a base case, rather than detailed, quantitative analyses of specific projects.

Tiered or Project-Specific Analysis of Refuge Management Plans

The Bureau of Reclamation's (Reclamation's) "Report on Refuge Water Supply Investigations, Central Valley Hydrologic Basin" (1987) is not an environmental compliance document, but demonstrates the level of detail of analysis for an environmental document tiered from the Refuge 2003 EIS.

Purpose and Need

This report was prepared to identify potential water sources and delivery systems to provide a dependable supply of good-quality water to 10 national wildlife refuges, four state wildlife management areas, and one private wetland area in California. A dependable water supply is needed to maintain critical wetland habitat for the migratory waterfowl in the Pacific Flyway of California's Central Valley. Without a dependable supply of good-quality water for refuges, waterfowl numbers could be significantly reduced.

Issues Ripe for Decision

The issues ripe for decision, were this an environmental compliance document, would include selection of specific facilities for providing a dependable water supply to each refuge.

Alternatives

For each of the fifteen refuges/wetland areas, alternative plans were developed that described dependable water supply options at four levels. Level 1 would consist of existing firm water supply; Level 2 would consist of current average annual water supply; Level 3 would consist of supply for full

Table 3-2. Environmental Effects of Refuges 2003 Alternatives

ENVIRONMENTAL IMPACT TOPICS	Projected Current (No Action)	Balanced (Proposed Action)	Sanctuary	Wildlife Observation	Ecosystem Management	Hunting, Trapping, Fishing	Maximum Multiple Use
Air Quality	-	++	++	++	++	++	--
Water Quality	+	+	++	+	+	+	--
Biological Diversity	+	++	-	+	+++	-	--
Game Mammals	+	++	-	+	+	+++	+
Game Birds	+	+	--	+	-	+++	++
Nongame Species	+	++	-	++	+++	--	--
Aquatic Species	-	+	++	+	+++	-	--
Threatened and Endangered Species	+	++	-	+	+++	--	-
Wetland Habitat	+	+	--	++	+++	+	---
Terrestrial Habitat	+	++	+	+	+++	+	--
Local Economies	++	++	---	+++	-	-	+++
Social Values	+	++	-	+	++	-	--
Wildlife-Oriented Recreation	+	++	---	+++	-	+	+
Nonwildlife-Oriented Recreation	--	---	---	---	---	---	+++
Wilderness and Other Management Areas	+	+	---	++	+++	+	---
Cultural Resources	--	+	+	++	+	+	--
	*	**	**	**	**	**	**

* Effects of No Action Alternative as compared to Current Situation
** Effects of other Alternatives as compared to the No Action Alternative

Source: Refuge 2003 Draft EIS.

KEY	
Large Positive Effects	+++
Moderate Positive Effects	++
Slight Positive Effects	+
Slight Negative Effects	-
Moderate Negative Effects	--
Large Negative Effects	---

use of the existing development; and Level 4 would consist of supply for optimum habitat management. (See "Appendix D. Refuge Water Supply Investigation" for more detailed fact sheets.)

Level of Detail of Analysis

The setting and impact analysis would focus on refuge-specific effects of alternative levels of water supply. The report includes the following level of detail for recreation, water/water quality, and fish and wildlife:

Recreation includes:

- public use days (consumptive and nonconsumptive) and
- annual recreation benefits (in dollars).

Water/water quality includes:

- annual and monthly water supply (acre-feet) and
- specific delivery systems and facilities.

Fish and wildlife includes:

- acres of specific habitat and
- bird-use days by bird type

For an overall comparison of alternatives, a quantitative assessment was made of impacts of different levels of water supply and different delivery systems.

The Refuge 2003 EIS, as explained earlier, is an example of a broad, programmatic approach to impact analysis of management options that emphasizes the extent and direction of impact trends relative to a base case. A tiered analysis of water supply options for selected refuges would include quantitative refuge-specific and delivery-system-specific analyses. The broad set of management options would not need to be addressed in the tiered document.

Central Valley Project Improvement Act Program EIS

Purpose and Need

This programmatic EIS is being prepared in response to Public Law 102-575, Title 34, the Central Valley Project Improvement Act (CVPIA), which amends the authorization of the U.S. Department of Interior's (Interior's) Central Valley Project (CVP) to include fish and wildlife protection, restoration, and mitigation as project purposes having equal priority with irrigation and domestic uses, and fish and wildlife enhancement as a purpose equal to power generation. CVPIA

identifies a number of specific measures to meet these new purposes, sets a broad goal of sustaining natural populations of anadromous fishes produced in Central Valley rivers and streams at double their average levels from 1967 to 1991, and directs the Secretary of the Interior to operate CVP and renew existing CVP water service and repayment contracts consistent with these purposes. The purposes of the actions proposed by Interior include protecting, restoring, and enhancing fish and wildlife; improving the operational flexibility of CVP; and achieving a reasonable balance among competing demands for use of CVP water. These purposes respond to the need to improve the existing water management practices of CVP in response to the declines in fish and wildlife habitat and populations.

Issues Ripe for Decision

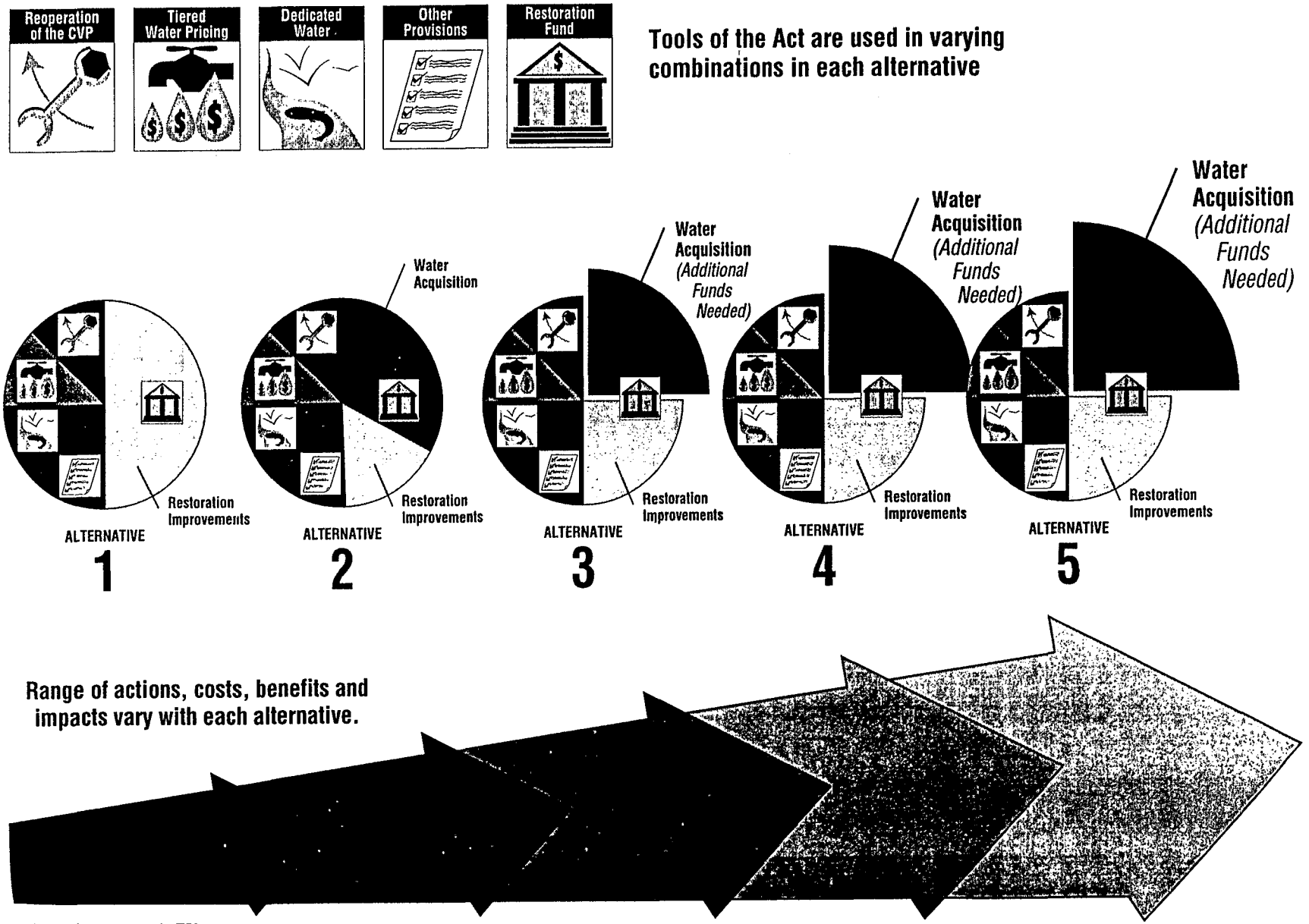
The CVPIA Program EIS focuses on a broad package of actions or implementation options that can meet the purpose and need based on the provisions of CVPIA . The goal is to identify those policies and programs that will guide the future management of CVP and the implementation of CVPIA. The selected alternative will provide CVP-wide management direction to Interior through adoption of a specific set of implementation options. The site-specific impacts of specific restoration actions or structural 'fixes', for example, will not be addressed in the CVPIA Program EIS; however, the implications of selecting a set of restoration actions and structural fixes, as opposed to selecting a different set, will be addressed.

Alternatives

The CVPIA Program EIS has identified five alternative approaches to implementation of CVPIA, as well as the No-Action Alternative. The alternatives represent a range of water management and water acquisition options linked with different implementation options for water pricing, changes in water delivery to refuges during drought periods, habitat and structural restoration, and Delta fixes. Each alternative also includes an identical set of policies and/or actions that reflect the implementation options identified for single-option provisions of CVPIA. Figure 3-2 depicts the interrelationship of the alternatives with particular focus on water management and acquisition options. (See "Appendix E. Central Valley Project Improvement Act Programmatic EIS" for more detailed fact sheets.)

Level of Detail of Analysis

The CVPIA Program EIS will assess the impacts of each alternative relative to the No-Action Alternative. The analysis will focus on the interrelated set of physical, biological, and socioeconomic impacts that could result from implementation of broad policy and resource allocation options associated with each alternative. The general approach includes identification of broad regional or systemwide impacts in 2022 (projected future condition) with special focus on the systemwide assessment of the effect on water operations. For purposes of analysis, the area of effect has been divided into eight geographic subregions. For purposes of comparison of level of detail, the data to be analyzed and the level of detail for three resource components, recreation, water/water quality, and



Source: CVPIA Programmatic EIS.

CALFED BAY-DELTA PROGRAM

Figure 3-2
Range of CVPIA Program EIS Alternatives

fish and wildlife, are summarized below. The level of detail for overall comparison of alternatives is also described.

Recreation includes data on:

- changes in annual/peak season visitor use (e.g., of streams, reservoirs, and refuges) based on use-estimating equations that correlate to changes in resource conditions compared with the base case.

Water/water quality includes:

- data on monthly flows, storage, and temperature based on water operation models;
- data on predicted changes to water quality (annual); and
- historical data for the Delta to identify and predict relationships between flow and habitat water quality.

Fish and wildlife includes data on:

- changes in habitat indices compared to base year for selected fish species (e.g., anadromous fish by species, race, and run);
- annual population changes resulting from changes in water availability and land use changes (e.g., number of waterfowl); and
- annual changes in acreage, location, and value of habitat on a subregional basis.

Overall comparison of alternatives includes:

- an evaluation of regional and systemwide changes to resources compared with the No-Action Alternative and
- a quantitative assessment of water operations based on representative water-year types; estimates of biological effects based on expected changes to amounts of habitat or habitat indices.

Tiered or Project-Specific Analysis of a Specific Implementation Option

The CVPIA Program EIS is intended to provide a base from which project-specific environmental compliance documents will be tiered. Table 3-3 lists each provision of CVPIA and compares the level of detail for the Program EIS and the expected level of detail for tiered project-

specific environmental documents. The project-specific environmental analyses will frequently provide the same level of detail as the Program EIS with respect to time steps, such as monthly flows or annual visitor use. However, the geographic focus will usually be more narrow and the impacts will usually be more resource-specific and quantitative. For example, the Program EIS will evaluate the impacts of fish screens on overall fish species mortality in the Sacramento River, and the project-specific document may evaluate the impacts of specific types of screens and associated water velocities on fish species that occur in the vicinity of the proposed screens.

To further illustrate the difference between the Program EIS and tiered project-specific documents, consider how each assesses a major change in the operation of Folsom Reservoir. The Program EIS will describe potential changes to Folsom Reservoir's operation (by month and water-year type) as they relate to changes in American River, Sacramento River, and systemwide operations as a result of implementation of CVPIA alternatives. The Program EIS will include a commitment to prepare a project-specific analysis of the Folsom Reservoir reoperation in a subsequent environmental document prior to initiation of actual reoperation. The project-specific environmental document will address issues associated with specific water diversions or contractors, construction impacts, and onsite resource surveys needed to obtain permits and other clearances for a preferred operational plan. The broad systemwide impacts of reoperation would not have to be revisited in the project-specific environmental document.

Table 3-4 illustrates still another example of the difference in level of detail between the Program EIS and project-specific environmental documents. This example focuses on the renewal of existing long-term water contracts and the level of detail of analysis for five issue areas: water and power, biological and social resources, economics, and power economics. The Program EIS will address impacts on a subregional- or CVP-unit basis, while the project-specific documents will focus on individual contractors and the CVP unit.

COMPARISON OF LEVEL OF DETAIL OF PROGRAMMATIC ENVIRONMENTAL DOCUMENTS

All three of the programmatic environmental documents discussed above, the Los Padres Forest EIS, Refuge 2003 EIS, and CVPIA Program EIS, focus on broad jurisdictionwide analyses. Each document's purpose and need reflects a desire to identify and select policies, programs, and activities that represent a specific management direction that will guide future agency activities. Each document's analysis focuses on the extent and direction of impact trends compared with a base case, rather than on specific impacts resulting from implementation of a specific project. However, each document has a slightly different approach to the level of detail of analysis.

The Refuge 2003 EIS has a nationwide study area and focus and impacts are categorized as large, moderate, or slight positive or negative effects compared with the No-Action Alternative. The policy and management options are broad, the geographic scope is the broadest of the three examples (i.e., nationwide), and the level of detail of analysis is, therefore, very broad and nonquantitative. If a project-specific environmental document is the equivalent of preparing a document from a ground-

Table 3-3. Level of Analysis For PEIS and Site-Specific Documentation

Provisions	Level of Detail for the PEIS	Level of Detail for Site-Specific Environmental Documentation
3404(c) Renewal of Long-Term Contracts	Assume renewal of existing long-term contracts with stipulations per Title 34. Range of potential deliveries and deficiencies by CVP unit will be identified by alternative based on project operations model runs.	Water needs analysis, different contract periods, detailed water allocations and conveyance, and site-specific impacts.
3405(a) Water Transfers A. Guidelines with fee B. Guidelines without fee	Identify potential for cross-Delta transfers by alternative based on regulatory requirements and capacity. Identify potential for within basin transfers in each geographic subregion based on project operations modeling of each alternative and supplemental water needs [see Provision 3406(b)(3)]. A range of potential fees or a single reasonable fee will be included in the analysis.	Identify impacts to transferor and transferee and specific affects of a proposed transfer's release schedule on resources. If a schedule is used that is beneficial to resources, as identified in the PEIS, less analysis may be required.
3405(b) Water Measuring Devices A. Interior measure all CVP deliveries to contractor B. Contractors measure all individual users	Assess affect of measuring to all individuals or to Districts with emphasis on regional economics. The regional costs of installation, maintenance and retrofitting will be assessed, as well as anticipated benefits of more accurately measuring water deliveries and uses. Part of the package of supplemental water sources under Provision 3406(b)(3).	Would probably be combined with NEPA document(s) for contract renewal. Focus on economic costs by CVP unit or contractor.
3405(d) Tiered Water Pricing A. 80/10/10 tiered full cost plus B. 80/10/10 tiered (Act) C. 20/60/20 tiered	Assess regional and CVP-wide impacts of 3 different pricing strategies. The PEIS will use cost-of-service and full-cost rates calculated in Reclamation's 1993 Irrigation and M&I Water Rates, dated October, 1992.	Would probably be combined with NEPA document(s) for contract renewal. Assess affect of adopted policy and unit-specific implementation.
3405(e) Water Conservation A. Interior develop guidelines and mechanisms B. Interior develop guidelines with targets	Assess regional and CVP-wide economic impacts of implementing water conservation standards. Assess regional affect on water needed by contractors. Part of the package of supplemental water sources under Provision 3406(b)(3).	Would probably be combined with NEPA document(s) for contract renewal. Assess impacts of adopted policy and unit- or District-specific implementation.

Source: CVPIA Programmatic EIS.

B-002831

Table 3-3. Continued

Provisions	Level of Detail for the PEIS	Level of Detail for Site-Specific Environmental Documentation
3406(b)(1) Anadromous Fish Restoration Program	Assess basin and Delta impacts of a range of flows and structural modifications proposed for doubling of anadromous fish. The range is intended to bracket the flows that would be identified by the Service by 1995 to successfully accomplish the anadromous fish restoration program. Identify regional socioeconomic and biological impacts of the range of flows.	If Service's proposed program is within the range identified in the PEIS - concentrate on local stream-specific impacts of proposed restoration projects. Identify program options and priorities. Daily data analysis may be used at specific sites. If proposed program is outside range identified in the PEIS - need new systemwide assessment of affect on water operations.
3406(b)(2) Dedicate 800,000 acre-feet (Water Management Packages to meet CVPIA Purposes) A. Most use of project water and least use of supplemental water B. Shared use of project and supplemental water C. Most use of supplemental water and least use of project water	Assess impacts of a range of water management packages that meet proposed fish and wildlife needs, including different proportions of project and supplemental water. Assess the range of potential socioeconomic and biological impacts as a result of the water operation options. See also Provision 3406(b)(1) above.	Included with NEPA document for Provision 3406(b)(1) above.
3406(b)(3) Supplemental Water	Supplemental water needs and opportunities will be identified by region by alternative. Needs will be identified through Provision 3406(b)(1) and Provision 3406(b)(2).	Don't expect there to be a separate NEPA document on supplemental water. May be included with NEPA document(s) for contract renewal.
3406(b)(4) Mitigate Fishery Impacts at Tracy Pumping Plant A. Upgrade structures, reoperate facility B. Reoperate Delta, upgrade structures	Assume facilities are upgraded or replaced. Assess impacts of modified operations in concert with other Delta facilities. Describe range of possible economic impacts expected as a result of the range of possible solutions that could be implemented.	Assess construction impacts of facility upgrades or replacements.
3406(b)(5) Mitigate Fishery Impacts at Contra Costa Pumping Plant A. Upgrade structures, reoperate facilities B. Reoperate Delta, upgrade structures	Assume facilities are upgraded or replaced. Assess impacts of modified operations in concert with other Delta facilities. Describe range of possible economic impacts expected as a result of the range of possible solutions that could be implemented.	Identify local impacts of specific options for mitigating fish impacts. Assess construction impacts of facility upgrades or replacements.
3406(b)(6) Shasta Temperature Control Device	Assumes temperature control device installed in No-Action. Addressed in an integrated fashion with other facility operations. Economic impacts on restoration fund included in alternatives.	Site-specific document completed in 1991.

Table 3-3. Continued

Provisions	Level of Detail for the PEIS	Level of Detail for Site-Specific Environmental Documentation
3406(b)(8) Pulse Flows	Will be included in package of flows for anadromous fish restoration program [Provision 3406(b)(1)]. Assess basin-wide and Delta fisheries impacts of a range of flows proposed for doubling of anadromous fish. Identify regional socioeconomic and biological impacts of the range of flows.	If Service's proposed program is within the range identified in the PEIS - concentrate on local stream-specific impacts of proposed restoration projects. Identify program options and priorities. Daily data analysis may be used at specific sites. If proposed program is outside range identified in the PEIS - need new systemwide assessment of affect on water operations.
3406(b)(9) Elimination of Flow Fluctuations	Assess basin-wide and Delta fisheries impacts of a range of reoperation strategies in concert with water operation packages. Potential flow fluctuation criteria for CVP-controlled streams will be identified by the Service. Identify regional socioeconomic and biological impacts of the range of reoperation strategies.	If Service's proposed program is within the range identified in the PEIS - concentrate on local stream-specific impacts of proposed restoration projects. Identify program options and priorities. Daily data analysis may be used at specific sites. If proposed program is outside range identified in the PEIS - need new systemwide assessment of affect on water operations.
3406(b)(10) Red Bluff Diversion Dam A. Modify Facility, Correct d/s Juvenile Passage Problem (Gates Closed Mid-May to Mid-Sept.) B. Modify Facility for Gates Open Operation Year Round	Assumes fix that provides for fish passage and water delivery. Identify range of economic costs and recreation impacts; assess system-wide impacts regarding water operations, power, fisheries, etc.	Assess local impacts of specific technical solutions within range identified in PEIS and construction impacts.
3406(b)(11) Rehabilitation of Coleman Fish Hatchery and Fishery Facilities at Keswick Dam	Assumes facilities are fixed. Integrated into system-wide impact analysis (water operations, power, fisheries, etc.). Identify range of economic costs.	Identify local impacts of specific technical solutions and construction impacts.
3406(b)(12) Improve Fish Populations in Clear Creek	Assumes facility fixes and a range of flow fixes. Integrated into system-wide impact analysis (water operations, power, fisheries, etc.). Identify range of economic costs.	Identify local impacts of specific technical solutions and construction impacts. Included in NEPA document for Provision 3406(b)(1).
3406(b)(13) Gravel Restoration A. Sacramento, American, Stanislaus & Others	Assess basin-wide impacts (biological and economic) of a range, or specific package, of restoration actions including restoring natural gravel recruitment, creating meander belts, and creating spawning habitat.	Identify local impacts of specific technical solutions and construction impacts. Prioritize restoration work for streams and within streams. May be included with NEPA document for Provision 3406(b)(1).
3406(b)(14) Improvements of Delta Cross Channel & Georgiana Slough Facilities A. New structures, reoperate facilities B. Reoperate Delta	Assumes no facilities or facilities are upgraded/constructed. Assess impacts of modified operations in concert with other Delta facilities. Describe range of possible economic impacts expected as a result of the range of possible solutions that could be implemented.	Identify local impacts of specific technical solutions and construction impacts.

Table 3-3. Continued

Provisions	Level of Detail for the PEIS	Level of Detail for Site-Specific Environmental Documentation
3406(b)(15) Construct Permanent Old River Barrier A. New or Improved Structure, Reoperate Facility B. Reoperate Delta	Assumes no facilities or facilities are constructed. Assess impacts of modified operations in concert with other Delta facilities. Describe range of possible economic impacts expected as a result of the range of possible solutions that could be implemented.	Identify local impacts of specific technical solutions and construction impacts.
3406(b)(17) Improve Fishery Facilities Anderson Cottonwood Irrigation District	Assumes fix that provides for fish passage and water delivery. Identify range of economic costs. Assess system-wide impacts regarding water operations, power, fisheries, etc.	Identify local impacts of specific technical solutions and construction impacts.
3406(b)(18) Improve Striped Bass Fishery	See Provision 3406(b)(1).	Included with NEPA document for Provision 3406(b)(1).
3406(b)(19) Reservoir Carryover Storage	Assess impacts of a range of reoperation strategies on the Sacramento and Trinity Rivers through water operation modeling. Proposed carryover storage levels from range of fish doubling needs.	If Service's proposed program is within the range identified in the PEIS - concentrate on local stream-specific impacts of proposed restoration projects. Identify program options and priorities. Daily data analysis may be used at specific sites. If proposed program is outside range identified in the PEIS - need new systemwide assessment of affect on water operations.
3406(b)(20) Improve Fishery Facilities at Glenn-Colusa Irrigation District Diversion	Assumes fix that provides for fish passage and water delivery. Identify range of economic costs. Assess system-wide impacts regarding water operations, power, fisheries, etc.	Identify local impacts of specific technical solutions and construction impacts.
3406(b)(21) Screen Existing Diversions	Demonstrate relationship of number of diversions screened to fish abundance. Assess basin-wide impacts.	Identify program options and priorities. Assess local impacts of specific technical solutions and construction impacts.
3406(b)(22) Program to Flood Fields for Waterfowl	Broad assessment of regional opportunities and impacts. Identify range of economic impacts. Assess system-wide impacts regarding water operations, power, fisheries, etc.	Identify site-specific program options and priorities. Assess local impacts. Could be combined with NEPA document(s) for contract renewal.
3406(b)(23) Trinity River Restoration Program	Evaluate a range of instream flows. Integrated into system-wide impact analysis (water operations, power, fisheries, etc.).	If proposed plan is within the range identified in the PEIS - concentrate on local impacts of specific restoration projects. Identify program options and priorities. Daily data analysis may be used. If proposed plan is outside range identified in the PEIS - need new systemwide assessment of affect on water operations.
3406(c) San Joaquin and Stanislaus River Basin Studies	Available data included in cumulative impact analysis. See Provision 3406(b)(1).	Studies are presently under way. Separate impact analysis will be conducted for implementation alternatives.

Table 3-3. Continued

Provisions	Level of Detail for the PEIS	Level of Detail for Site-Specific Environmental Documentation
3406(d)(1) Level 2 Refuge Water Supply	Evaluate basin-wide impacts of diversion of Level 2 water and return flow. Assumes federal and State water quality standards for return flow are met. Identify basin-wide biological impacts of Level 2 supplies.	Identify conveyance options for delivery and on-site. Identify technical options for resolving water quality problems if not within federal and State standards. Identify impacts of source if different from PEIS.
3406(d)(2) Level 4 Refuge Water Supply	Evaluate basin-wide impacts of diversion of Level 4 water and return flow. Assumes federal and State water quality standards for return flow are met. Identify basin-wide biological impacts of Level 4 supplies.	Identify conveyance options for delivery and on-site. Identify technical options for resolving water quality problems if not within federal and State standards. Identify impacts of source if different from PEIS.
3406(d)(4) Drought Deliveries to Refuges (Level 2) A. Reduction of up to 25 percent B. No Reduction Drought Deliveries to Refuges (Level 4) A. Reduction Equal to Priority of Supplemental Water Source B. No Reduction	Identify system-wide water operations impacts of shortage options. Evaluate basin-wide biological impacts of shortage options.	Identify refuge-specific impacts of shortage criteria adopted by Interior based on the PEIS.
3406(d)(6) Improving Water Supply to Private Wetlands and 120,000 acres of Wetlands	Available data included in cumulative impact analysis.	Identify program options and priorities. Assess basin-wide and local impacts.
3406(e) Supporting Investigations	Available data included in cumulative impact analysis.	May have separate environmental documents for some investigations. Identify program options and priorities. Assess basin-wide and local impacts.
3407 Restoration Fund	Identify estimated cost of each alternative and compare to proposed restoration fund.	Don't expect there to be separate NEPA document on restoration fund. Anadromous fish restoration program [Provision 3406(b)(1)] will refine need and cost.
3408(b) Use of Electrical Energy for Refuge Water Supply Study	Evaluate basin-wide impacts of providing power for facilities developed for fish and wildlife purposes pursuant to Title 34.	Don't expect there to be separate NEPA document on use of electrical energy for fish and wildlife. Anadromous fish restoration program [Provision 3406(b)(1)] will refine need and cost.
3408(c) New Contracts	Identify basin-wide potential for additional storage and delivery for each alternative.	Assess local and basin-wide project specific impacts. In some cases system-wide affect on water operations may need to be assessed.
3408(d) Use of CVP Facilities for Water Banking	Identify basin-wide potential for additional storage and delivery for each alternative. Part of package of supplemental water sources under Provision 3406(b)(3).	Assess local and basin-wide project specific impacts. In some cases system-wide affect on water operations may need to be assessed.

Table 3-3. Continued

Provisions	Level of Detail for the PEIS	Level of Detail for Site-Specific Environmental Documentation
3408(h) Land Retirement Program	Identify impact of retiring lands identified in San Joaquin Drainage Program. Identify regional potential for retirement of land for water supply and habitat. Integrate into basin-wide resource impact analyses. Part of package of supplemental water sources under Provision 3406(b)(3).	Identify specific program options and priorities by CVP unit or District. Could be combined with NEPA document(s) for contract renewal.
3408(i) Water Conservation Projects	Identify regional potential for conservation cost sharing through supplemental water program. Part of package of supplemental water sources under Provision 3406(b)(3).	Identify specific program options and priorities by CVP unit or District. Could be combined with NEPA document(s) for contract renewal.
3408(j) Increase Yield	Available data included in cumulative impact analysis.	Identify CVP-wide and regional options and priorities. Assess basin-wide and local impacts.
3412 Extend Tehama-Colusa Canal	No changes to deliveries assumed due to this provision. Water transfer potential assessed under Provision 3405(a).	Construction of any additional facilities and potential increases in deliveries. Could be combined with NEPA document(s) for contract renewal.
Conjunctive Use	As part of package of supplemental water sources under Provision 3406(b)(3) will identify regional potential for conjunctive use.	Identify specific program options and priorities by CVP unit or District. Could be combined with NEPA document(s) for contract renewal.

Note: Provisions 3405(c) and 3406(b)(7) will be analyzed with Provision 3404(c).

Table 3-4. Level of Detail for CVPIA Environmental Documentation

Provision	Description	Possible Subsequent NEPA Document	Items to be Included in Program EIS	Items to be Included in Project-Specific Environmental Documents
3404(c)	Renewal of existing long-term contracts	EIS for each CVP unit or division	**Water and Power:** Historical and future contract amounts and monthly water deliveries by source for each CVP unit Historical and existing monthly use of major conveyance facilities by CVP unit, including San Luis, Delta Mendota, Friant Kern, and Tehama Colusa Canals; including changes in associated power production; locally owned conveyance facilities will not be evaluated Monthly surface water flows of major rivers and tributaries used to convey CVP water or affected by CVP operations, including Trinity, Sacramento, American, and San Joaquin Rivers, and streams identified by California Department of Fish and Game as well as CVP reservoir releases. The area of concern for the tributaries generally will be limited to the area between the confluence of the tributary to the first structure that is impassable by fish. **Biology:** Monthly changes in water quality, stream depth, flow, and temperature, which affect fishery resources in streams identified above and in reservoirs affected by CVP operations.	**Water:** Needs analysis and monthly water allocation by contractor and unit Monthly use of conveyance facilities in each contracting agency and CVP unit including changes in associated power production Monthly changes in surface water flows and annual groundwater elevations in the vicinity of each CVP unit with continued or changed CVP water deliveries. The water quality analysis will include an analysis of changes in salinity and potential sediment load changes resulting from erosion. **Biology:** Monthly changes in water quality and streamflow, which affect fishery resources in local streams used for conveyance of CVP water and return and drainage flows for each affected contractor.

Source: CVPIA Programmatic EIS.

Provision	Description	Possible Subsequent NEPA Document	Items to be Included in Program EIS	Items to be Included in Project-Specific Environmental Documents
3404(c) continued			Monthly changed in water quality and flow, which affect wildlife and vegetation resources along streams identified above, and in refuges and reservoirs affected by CVP operations	Monthly changes in water quality, stream depth, and flow, which affect wildlife and vegetation resources (including special-status species) in wetlands, riparian corridors, and refuges that are directly affected by conveyance of CVP water and conveyance of return and drainage flows from areas within each CVP unit
			Annual changes in fishery habitat indices for anadromous and special-status species, race, and run; or guilds along streams identified above; and in refuges and reservoirs affected by CVP operations	Annual changes in fishery habitat indices for anadromous fish and special-status species by species, race, and run; or guilds along streams and refuges; and in reservoirs directly affected by the contract renewals
			Annual changes on total acreage of vegetation and wildlife communities resulting from changes in CVP water deliveries in a geographical subregion	Annual changes in total acreages of vegetation and wildlife communities in each contracting agency resulting from land use and water application changes
			Social Resources, Economics, and Power Economics:	**Social Resources and Economics:**
			Annual changes in each geographical subregion and on the statewide level will include land use, demographics, agricultural economics, municipal and industrial water supply and treatment economics, repayment ability, recreational economics associated with refuges or wetlands, commercial fishing economics, and power production economics	Annual changes in each contracting agency and on each CVP unit; analysis will include land use, agricultural economics, municipal and industrial water supply and treatment economics, repayment ability, recreational economics associated with refuges or wetlands affected in each contracting agency and CVP unit

B—002838

level perspective (onsite, detailed analyses), the Refuge 2003 EIS, because of its broad nationwide focus, is equivalent to preparing a document from a perspective of 35,000 feet.

The focus of the Los Padres Forest Plan EIS is on alternative forestwide management approaches. Each alternative includes a core set of management and production requirements, reflects a particular management theme, and includes management prescriptions for each management area within the forest based on the alternative's theme. In this case, the broad jurisdictionwide approach has been focused slightly on including management prescriptions for each of the individual management areas within the forest. The level of detail of analysis has also been more focused compared with that of the Refuge 2003 EIS. The impacts are addressed more quantitatively (e.g., miles of trail, acres of direct habitat improvement, and pounds of fish production) as a result of the assignment of specific prescriptions to each management area. However, the overall perspective is still broad; alternatives are compared using average annual output by decade. To continue the analogy of a project-specific document being prepared at ground level and the Refuge 2003 EIS being prepared at 35,000 feet, the Los Padres Forest Plan EIS is an example of a programmatic environmental document that has been prepared from a perspective of 10,000 feet. It is more quantitative than the Refuge 2003 EIS, yet still not as detailed or site-specific as a project-specific document.

The CVPIA Program EIS addresses different sets of implementation options based on the provisions of CVPIA that will provide CVP-wide management direction to Interior. The focus of the analysis includes identification of broad regional or systemwide impacts with special focus on the systemwide effect on water operations. The level of detail of this programmatic document is a hybrid of the Refuge 2003 EIS and the Los Padres Forest Plan EIS. On the one hand, changes to many resources (e.g., those for waterfowl, habitat, and land use) are identified on a broad regional and systemwide basis. On the other hand, water operations are quantified by facility, river, and canal to arrive at a systemwide assessment and effects on fisheries indices are likewise identified by facility and river. This is an example of a programmatic environmental document that has been prepared from a perspective of 15-20,000 feet. It is not as broad as the Refuge 2003 EIS; however, it is not as detailed as the Los Padres Forest Plan EIS, which uses individual management areas to form the basis for its overall forest planning.

The three examples above demonstrate that programmatic or Tier-1 documents can have differences in level of detail depending on the purpose, geographic scope and breadth, and policy decisions being made. In each case, it is critical in the planning process to focus on what questions are being asked and what issues are ripe for decision.